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ENVIRONMENTAL IMPACT REPORT

PROPOSED AMENDMENT TO THE OFFICIAL REDEVELOPMENT PLAN
FOR THE APPROVED EMBARCADERO/LOWER MARKET REDEVELOPMENT
PROJECT AREA E-1



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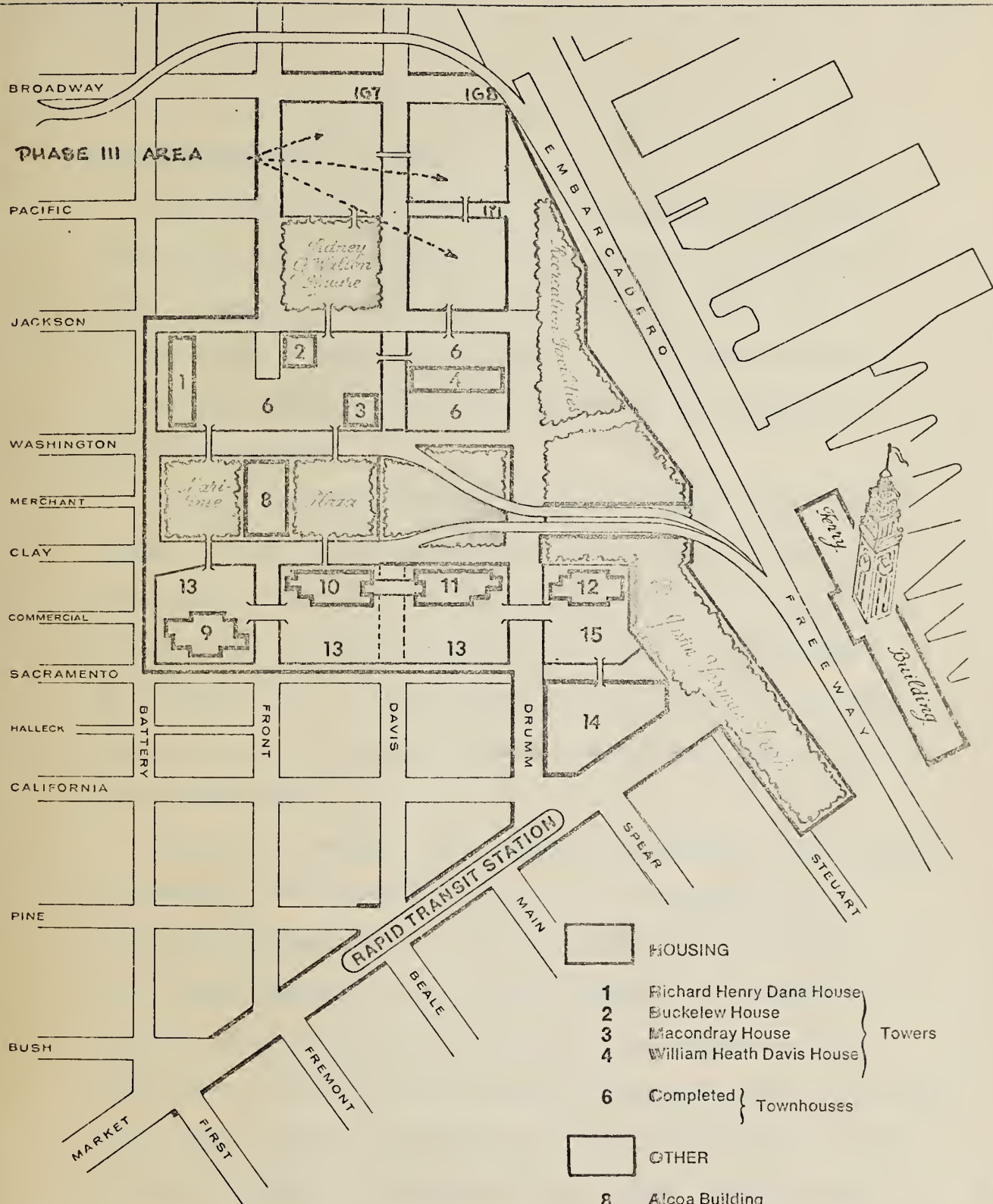
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GOLDEN GATEWAY

SAN FRANCISCO REDEVELOPMENT AGENCY

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What is Proposed and Its Impacts

The rebuilding of the Embarcadero/Lower Market Redevelopment Project Area E-1 has occurred in phases. Blocks 167, 168 and 171 comprise Phase III of development of the Golden Gateway Center portion of the Project, and they make up the last unsold parcel in the Project. The remainder of the Project has been developed or sold for development.

Although the Redevelopment Plan for the Project was originally approved by the City of San Francisco May 25, 1959, the Plan has been amended five times. The most recent amendment was approved on July 22, 1968. The Redevelopment Plan and each of its amendments was approved prior to the enactment of the California Environmental Quality Act, and so there has been no previous environmental analysis of the Redevelopment Plan.

However, in November 1972 a complete Environmental Impact Report was prepared for development of Phase III in accordance with the present Redevelopment Plan. In January, 1973, the San Francisco City Planning Commission certified this Report to be complete and adequate, but determined that development in accordance with the provisions of the existing Redevelopment Plan would have a significant adverse impact upon the environment because of the height of certain high-rise buildings and the obstruction of views they would cause. The Planning Commission recommended that the Redevelopment Agency take steps to modify the proposed development to mitigate these adverse impacts.

What is being considered now is a proposed amendment to the Official Redevelopment Plan which will have the general effect of scaling down the development permitted by the Plan in Phase III and removing adverse impacts which might occur if development of Phase III were pursued according to the present Plan.

The subject of this Environmental Impact Report is a proposed amendment to the Redevelopment Plan, not plans for a specific building project or any architect's drawings.

The proposed amendments to the Redevelopment Plan are set forth in the accompanying Exhibit A. These amendments change how land may be used in Phase III, and they change the standards for development in that portion of the Project Area. They establish a framework within which an architect may design buildings in the Redevelopment Project. The analysis which follows describes the impacts, if any, of various aspects of the amended plan and relates them to impacts of the present plan.

Land Use Changes

The number of dwelling units which may be built at present is 1,299. The proposed amendment will limit the number of dwelling units to be built to 155.

The proposed amendment will permit development of an additional 200,000 square feet of non-residential (office or other commercial) space.

These changes would result in approximately 2,403 fewer people residing in the Phase III area and approximately 1,060 more people working there. The estimated net effect of these

changes on waste production and energy consumption, as compared with the present plan, are summarized below and detailed in subsequent tables:

- a. Solid waste 32% less
- b. Liquid waste 80% less
- c. Water consumption 72% less
- d. Electricity 17% more
- e. Natural gas 82% less

Waste Production and Energy Consumption

<u>Solid Waste</u>	<u>Present Plan</u>	<u>Proposed Amendment</u>	<u>Difference</u>
Residences @ 2.5 lbs/capita/day	1,245 tons/yr	148 tons/yr	
Office or retail @ 3.5 lbs/employee/day	18 tons/yr	711 tons/yr	
Total solid waste	1,263 tons/yr	859 tons/yr	-404 tons/yr -32%

Liquid Waste (gal/day)

Residences @ 125/capita	341,000	40,625	
Offices @ 125/1000 sq. ft.	-	25,000	
Retail @ 200/1000 sq. ft.	4,500	4,500	
Total liquid waste	345,500	70,125	- 275,375 -80%

Water Consumption (gal/day)

Residences @ 50/capita	136,400	16,250	
Offices & retail @ 20/empty	560	22,260	
Total water consumption	136,960	38,510	- 98,450 - 72%

<u>Electricity consumption (kwh/mo)</u>	<u>Present Plan</u>	<u>Proposed Amendment</u>	<u>Difference</u>
Residences			
@ 335/apt. (w/ electric cooking)	435,165	51,925	
@ 85/apt. for elevators and other house-metered services	110,415	-	
Offices & retail	68,100	668,100	
@ 1/sq. ft.			
Total electricity consumption	613,680	720,025	+ 106,345
			+ 17 ⁰⁰ / ₁₀

<u>Gas Consumption (10⁵ BTU/mo)</u>			
Residences	129,900	15,500	
3 or more bedroom size @ 100			
Non-residential	817	8,172	
@ 120 BTU/sq.ft./day			
Total gas consumption	130,717	23,672	- 107,045
			- 82%

Note: The proposed plan amendment permits a combination of offices and retail development in Phase III. For the purposes of determining waste production and energy consumption impacts, where one use will produce a more adverse impact than the other, that use has been assumed to be the only one developed.

Development Standards Changes

The maximum allowable height of buildings presently is 25 stories. The proposed amendment will limit the height of buildings in Phase III to 84 feet. This change will reduce building heights by approximately 166 feet and have the following beneficial impacts on the area's environment.

1. Views. A more open feeling in relation to the existing Sydney Walton Square will be obtained, and views for residents in existing buildings in the Project Area and

in buildings on Telegraph Hill and adjacent areas will be preserved.

2. Wind. There will be a reduction of street-level winds.

Tall buildings can induce severe street-level winds around their bases, the severity depending upon the dimensions of the new buildings and their placement in relation to nearby buildings. Generally, the taller the new building, the more severe the induced wind condition.

from Impact of Intensive High Rise
Development on San Francisco
SPUR June 1975

3. Shadows. With reduced height there will be commensurately less occasion for any building's casting a shadow on adjacent properties.

Although the proposed amendment revises regulations pertaining to land coverage at certain elevations, it should be noted that this amendment is for the purpose of clarifying the present plan and that it does not change the development permitted or have a changed impact upon the environment.

4. Transportation. There will be a substantial reduction in required offstreet parking.

	<u>Present Plan</u>	<u>Proposed Amendment</u>	
Parking for residents	1,299	117*	
Parking for non-residential uses (assumes 90% of floor space is 'occupied space')	-	360	
Total required parking	1,299	477	
Difference			-822 or - 63%

*assumes all dwellings of two or more bedrooms.

Automobile travel into or out of the area of

Phase III will result from travel by residents, by employees serving the residential area, by service trips generated by the residential area, by employees of the neighborhood commercial stores, by employees of offices, by visitors to the offices, and by service trips to the offices and neighborhood retail stores. Automobile travel in the area by visitors to the residential area is deemed negligible in impact.

In May of 1976, a survey was made to determine the extent of automobile usage by residents of the Project Area. Information was also obtained from the Golden Gateway Center management on the use of automobiles by employees of retail stores and office buildings in the Embarcadero Center portion of the Project Area. Confirming one of the original premises of the Embarcadero/Lower Market (Golden Gateway) Redevelopment Project, this survey indicates that offices in the Project attract, as employees, residents of the Project. It is reasonable to expect that with the further development of employment sources in the Project Area, this number will increase.

Another survey (May 1976) of existing residential development in the Project discloses that on a typical weekday residents generate automobile trips at the rate of 1.27 trips per household per day.

On this basis, trips by Phase III residents can be expected as follows:

<u>Present Plan</u>	<u>Proposed Amendment</u>	<u>Difference</u>
1,657	198	- 1,459 or -88%

The estimated 14,340 jobs which presently exist in the Project Area provide employment for at least 188 Project residents. At this rate, the 1,113 additional jobs in offices built in Phase III will be filled by at least 15 Project Area residents. Of the remaining Project residents, only 30 percent work farther than walking distance from their home (Appendix B). Of these, it is estimated, at least half travel to work by public transit.

Under the present plan and under the proposed amendment, it may be expected that the number of automobile trips per day generated in Phase III will be as follows (Appendix C):

	<u>From residential</u>	<u>From non-residential</u>	<u>Total</u>
present plan	1,657	242	1,899
proposed amendment	<u>198</u>	<u>1,267</u>	<u>1,465</u>
difference	-1,459	+1,025	- 434 (-23%)

However, although an overall reduction in automobile traffic may be expected, an increase in traffic volume during the afternoon peak period is likely. The afternoon peak, it is estimated, will consist of the following trips:

	<u>Present plan</u>	<u>Proposed amendment</u>
100% of all driving office employees leaving	0	549
40% of all driving office visitors leaving	0	20
33% of all office service trips leaving	0	4
10% of all neighborhood commercial service trips leaving	6	0
75% of all residential employees leaving	31	14
10% of all residents leaving	<u>83</u>	<u>10</u>
Total	120	597 (+477)

The afternoon peak period is 90 minutes, from 4:00 - 5:30 pm. There are at least three points of egress in the Phase III area. So added volume of departing traffic per point of egress will be 477/90/3, or 1-3/4 departures per minute.

5. Police Services. The SPUR analysis of Impact of Intensive High Rise Development on San Francisco notes:

Police costs are not sensitive to low vs. high-rise development in San Francisco.
Police costs are sensitive to employment levels.

To the extent that the Proposed amendment would result in an estimated 1,060 additional employees in the Phase III area, it would add an unquantified but, it is believed, small increment to costs of police services.

6. Fire Protection Services. The proposed amendment substitutes low-rise development including offices for high-rise development almost wholly residential. However, because of the provisions for fire suppression which have been, or are being, provided to very high standards in the Project Area, and because construction in any event will be new, it is likely that there will be little measurable impact upon fire protection services or the costs for those services.

7. Noise and Air Quality. Because noise levels and air quality are directly related to traffic volumes, the change in traffic volume resulting from the proposed amendment may be expected generally to lower noise levels and to improve air quality except during the afternoon peak period during which the reverse probably would occur.
8. Construction Disruption. The proposed amendment will lessen the time required for construction, and probably, therefore, the extent of disruption occasioned by the construction.

In other respects the proposed amendment will not produce impacts substantially different from the present plan.

Adverse Environmental Effects That Can Not be Avoided if the Proposal is Implemented

The increased volume of automobile traffic likely to occur during the afternoon peak period may be expected to result during that period in traffic delays, a slightly higher noise level and possibly a slight depreciation of air quality.

Mitigation Measures Proposed to Minimize the Impacts

The Redevelopment Plan provides that plans for development in the Phase III area will be reviewed by the Redevelopment Agency before development can occur. In general, design and construction of development in accordance with the proposed amendment should be such as to minimize any adverse environmental impacts, and mitigation measures, as necessary, should be considered by the Redevelopment Agency in reviewing plans for development.

Alternatives to the Proposed Action

1. No Project. This alternative would retain the Redevelopment Plan's provisions for the Phase III area in its present form which necessitates high-rise development. The hope that in development of Phase III a lower density would occur, requiring amendment of the present plan, has been expressed by members of the Board of Supervisors, the former Mayor, the Planning Commission, and the Telegraph Hill Dwellers Association.
2. Mid-rise. The proposed amendment substitutes low-rise for high-rise development. An alternative to this would be an amendment providing for "mid-rise" development, buildings from a third to a half the height called for in the present plan.

Such development would provide few of the amenities or advantages of development under the present plan while resulting in certain predictable adverse impacts. It would not offer view opportunities for Phase III residents comparable to those possible under the present plan. At the same time it would interfere with the views of others to a greater extent than development under the proposed amendment. It probably would have more adverse impacts in terms of energy consumption and waste generation than the proposed amendment.

However, the most significant aspect of this alternative is that under current, and foreseeable, conditions, in terms of construction costs and income which may be projected, mid-rise development on this site is not economically feasible.

The proposed amendment results in fewer dwelling units. In consulting with others, the opinion has been expressed that

this reduction is regrettable because Phase III represents a "last opportunity to provide additional market rate housing so near to the city's waterfront". In fact, this is not the case. Other opportunities for redeveloping new housing sites near the waterfront are identified in the Special Area Plan for the San Francisco Waterfront.

3. Other uses. An alternative to the proposed amendment may include development of Phase III for subsidized housing, or for non-residential purposes. However, such alternatives are incompatible with the purposes and objectives of the Redevelopment Plan, the financing provisions of that Plan, the Loan and Grant Contract between the Redevelopment Agency and the United States Government, and contractual obligations to purchasers of other Project Area properties, and might complicate retirement of bonds issued by the Redevelopment Agency for construction of the BART Embarcadero Transit Station.

Relationship Between Local Short-Term Uses and Enhancement of Long-Term Productivity

Permanent and temporary adverse environmental effects have been identified above. The proposed amendment's reduction of intensity of development is deemed justifiable to preserve views of adjacent areas, and the enhancement of long-term uses of adjacent areas is considered to outweigh the short- and long-term adverse impacts of the proposed amendment.

Irreversible Environmental Changes Which Would Be Involved in the Development of the Proposed Project

The natural features of the Phase III area were long ago changed in the course of Bay filling. The man-made environment that exists

there now will be changed the same whether the plan is amended or retained as it is.

Growth-Inducing Impact of the Proposed Action

To the extent that it provides for additional employment opportunities, the proposed amendment contains growth-inducing aspects. To the extent that it reduces the population of the Phase III area, it contains growth-detering aspects.

Author and Persons or Agencies Consulted

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1. The first part of the document is a letter from the President of the United States to the Congress, dated January 3, 1801.

2. The second part is a report from the Secretary of the Treasury, dated January 10, 1801.

3. The third part is a report from the Secretary of the Navy, dated January 10, 1801.

4. The fourth part is a report from the Secretary of the War, dated January 10, 1801.

5. The fifth part is a report from the Secretary of the Interior, dated January 10, 1801.

6. The sixth part is a report from the Secretary of the State, dated January 10, 1801.

7. The seventh part is a report from the Secretary of the War, dated January 10, 1801.

8. The eighth part is a report from the Secretary of the Navy, dated January 10, 1801.

9. The ninth part is a report from the Secretary of the Treasury, dated January 10, 1801.

10. The tenth part is a report from the Secretary of the State, dated January 10, 1801.

11. The eleventh part is a report from the Secretary of the War, dated January 10, 1801.

12. The twelfth part is a report from the Secretary of the Navy, dated January 10, 1801.

13. The thirteenth part is a report from the Secretary of the Treasury, dated January 10, 1801.

14. The fourteenth part is a report from the Secretary of the State, dated January 10, 1801.

15. The fifteenth part is a report from the Secretary of the War, dated January 10, 1801.

16. The sixteenth part is a report from the Secretary of the Navy, dated January 10, 1801.

17. The seventeenth part is a report from the Secretary of the Treasury, dated January 10, 1801.

18. The eighteenth part is a report from the Secretary of the State, dated January 10, 1801.

19. The nineteenth part is a report from the Secretary of the War, dated January 10, 1801.

20. The twentieth part is a report from the Secretary of the Navy, dated January 10, 1801.

APPENDICES

- A - Proposed Amendment to Redevelopment Plan
- B - Where Project Area Residents Work
- C - Plan Amendment Impacts Affecting Employment and Traffic Generation

Proposed Amendments to Sec. 804 of the Official Redevelopment Plan for the Approved Embarcadero/Lower Market Redevelopment Project Area E-1

SEC. 804. RESIDENTIAL AREA. Based upon the standards set forth below it is estimated that ~~2294~~ *approximately 1409* dwelling units can be constructed.

(a) Residential use shall be the only use permitted in or for that part of the Redevelopment Area indicated in the Project Area Plan for such use, except that within such residential area, *below the floor of the lowest story intended for dwelling purposes and subject to the approval of the Agency, neighborhood shopping facilities in Blocks 198, 199, and 200, and neighborhood shopping, general commercial and office use facilities in Blocks 167, 168, and 171, the aggregate gross floor area of which is not greater than ~~75,000~~ 275,000 square feet, will be permitted. The uses permitted within such neighborhood shopping facilities shall be in the nature of personal service establishments or retail business which supplies new commodities or offers personal services primarily to residents in the immediate vicinity.*

(b) Residential use shall consist of multi-family residential use and such community facilities as may be approved by the Agency and shall be subject to the following requirements and restrictions:

1. The allowable density shall be 160 - 300 persons per net acre.
2. ~~Maximum land-coverage above the second floor shall be 20%~~

~~of the net land area including easements. -- Where coverage up to the second floor above grade exceeds 20%, no apartment units will be permitted below the third floor above grade.~~

The maximum land coverage by buildings, or portions of buildings, up to 40 feet above the floor of the lowest story intended for dwelling purposes shall be 40 percent of the net land area including easements. The maximum land coverage by portions of buildings higher than 40 feet above the floor of the lowest story intended for dwelling purposes shall be 20 percent of the net land area including easements.

3. The maximum allowable height of buildings shall be

~~"twenty-five (25)"~~ stories, as follows:

For Blocks 198, 199, and 200: twenty-five stories.

For remaining residential Blocks: 84 feet.

The maximum floor area ratio shall be 4 to 1.

4. There shall be a set-back of fifty (50) feet along the easterly line of Battery Street between Washington Street and Jackson Street. This set-back shall be landscaped to provide a formal mall opposite the old Custom House.

5. At least 20% of the net land area including easements shall be landscaped and such landscaped area shall be adjacent to the apartments.

~~6. - The minimum distance between buildings and widths of courts between building units shall be "forty (40)" feet.~~ In the case

of buildings having a height of at least 40 feet above the floor of the lowest story intended for dwelling purposes, the minimum distance between such buildings and widths of courts between building units shall be 40 feet.

(c) Parking Requirements. There shall be provided in the residential area, ~~one-off-street-parking-space-for-each--~~

~~dwelling-unit-~~ off street parking spaces as follows:

Dwellings: One for each three dwelling units containing no bedroom; one for each two dwelling units containing one bedroom; and three for each four dwelling units containing two or more bedrooms.

Offices: One for each 500 square feet of occupied floor area.

Neighborhood Shopping and general commercial: One for each 500 square feet of occupied floor area in excess of 75,000 square feet.

Each required parking space shall be of usable shape, accessible and properly maintained and shall have an area of not less than one hundred and sixty (160) square feet exclusive of access drives and aisles.

Combined use of off-street parking facilities shall be subject to the approval of the Agency.

No parking space shall be further than six hundred (600) feet from the ~~apartment-~~ building for which it is provided.

GOLDEN GATEWAY CENTER
WORK LOCATION OF RESIDENTS BY PERCENTAGES

Dwelling	Number of Units	Sample	Within Project Boundaries	Within General Area*	Total = Overall in Area	Retired	Outside Area	Unknown
Townhouses	58	100%	17%	40%	57%	10%	33%	-
R.H. Dana Building	400	over 100%	--	--	55%	19%	25%	1%
W.H. Davis Building	440	86%	14%	41%	55%	13%	32%	-
Buckelew House	178	86%	18%	37%	55%	13%	30%	2%
Macondray House	178	90%	11%	42%	53%	15%	31%	1%
Average Total:								
			15%	40%	55%	14%	30%	1%
Average Total Excluding Townhouses:								
			14%	40%	55%	15%	30%	-

* The "general area" is the vicinity beyond the immediate project boundaries which is defined as easily accessible and within walking distance of the Center.

Source: Golden Gateway Center Leasing Office

May 5, 1976

	PRESENT PLAN	PROPOSED AMENDMENT	NET CHANGE
DWELLING UNITS	1,299	155	- 1,144
OFFICES (in sq. ft.)		222,700	
NEIGHBORHOOD COMMERCIAL (in sq. ft.)	22,700		
TOTAL COMMERCIAL (in sq. ft.)	22,700	222,700	+200,000
POPULATION			
Residents @ 2.1/d.u.	2,728	325	- 2,403
Employees			
Residential area	45	20	- 25
Offices @ 1/200 sq. ft.	--	1,113	+ 1,113
Neigh. Coml. @ 1/800 sq. ft.	28	--	- 28
Visitors			
Office visitors	--	113	+ 113
Office service	--	56	+ 56

TRAFFIC GENERATION

		Trips Generated Under	
		<u>Present Plan</u>	<u>Proposed Amendment</u>
<u>Residential Area</u>			
Residents		1,657	198
Employees		84*	38**
Service trips @ 50% of employment (all come and go)		46	20
<u>Neighborhood Commercial</u>			
Employees(all come an go)		56	0
Service trips @ 100% of employment		56	0
<u>Offices</u>			
Number of employees	1,113		
less employees walking to work	- 15		
	<u>1,098</u>		
less half using transit	- 549		
	<u>549</u>		
Employee trips (all come and go)		0	1,098
Office visitors (@ 10% of employees)	111		
Less visitors by walking or transit @ 55%	- 61		
	<u>50</u>		
Visitor trips		0	100
Office service trips @ 5% of employees		<u>0</u>	<u>11</u>
Total Trips		1,899	1,465
Difference	- 434 (- 23%)		

*45 employees - all except 3 come and go: 2x42

**20 employees - all except 1 come and go: 2x19

